UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Dist.
GENERAL

DP/FPA/CP/71
23 March 1990

ORIGINAL: ENGLISH

Thirty-seventh session
28 May - 22 June 1990, Geneva
Item 6 of the provisional agenda
UNFPA

UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director
Assistance to the Government of Mexico
Support for a comprehensive population programme

Proposed UNFPA assistance:	$20 million, of which $18 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $2 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.
Estimated value of Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1990
Executing agencies:	Government of Mexico World Health Organization/Pan American Health Organization (WHO/PAHO)
Government co-ordinating agency:	National Population Council (CONAPO)

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MEXICO

Demographic facts

Population Total (000)	
Total	88,598
Males	44,205
Females	44,393
Sex ratio (/100 females)	99.6
Urbar	64,304
Rural	24,294
Per cent urban	72.6
Population in year 2000 (000)	107,233
Functional age groups (%)	
Young child: 0-4	13.1
Child: 5-14	24.1
Youth: 15-24	22.4
Elderly: 60+	5.8
65+	3.8
Women: 15-49	25.9
Median age (years)	20.3
Dependency ratios: total	69.6
(/100) Aged 0-14	63.1
Aged 65+	6.5
Agricultural population density (/hectare of arable land)	1.06
Population density (/sq km.)	45
Average annual change (000)	
Population increase	1,874
Births	2,486
Deaths	507
Net migration	-104
Annual population total (% growth)	2.01
urban	2.71
rural	0.03
Crude birth rate (/1000)	26.6
Crude death rate (/1000)	5.4
Net migration rate (/1000)	-1.1
Total fertility rate (/woman)	3.11
Gross reproduction rate (/woman)	1.52
Net reproduction rate (/woman)	1.43
Infant mortality rate (/1000)	41
Life expectancy at birth (years)	
Males	67.1
Females	73.8
Both sexes	70.4
GNP per capita (U.S. dollars, 1987)	1,830

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national production per capita: World Bank, World Development Report 1989. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1988.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $20 million, of which $18 million is to be committed from UNFPA's regular resources, over a five year period, starting January 1990, to assist the Government of Mexico in achieving its population and development objectives. If UNFPA's funding situation permits, the balance of up to $2 million may be provided by UNFPA. If and to the extent this is not possible, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources.

2. The proposed country programme, UNFPA's second in Mexico, is based on the findings and recommendations of a multi-sectoral Programme Review and Strategy Development (PRSD) Mission that visited Mexico in May 1989. The mission found that, among other things, following 15 years of successful population activities in Mexico, the country's population programme had reached a plateau. Thus, the proposed programme, which would be closely linked to the Government's sexennial National Development Plan (NDP) and National Population Programme (NPP) 1989-1994, would support the Government's efforts to re-stimulate and re-direct the National Population Programme.

3. The main objective of the programme would be to contribute to the Government's efforts to enhance the quality of life of the Mexican people. This would be achieved through such short-term objectives as reducing the annual population growth rate; lessening rural/urban differentials in fertility and mortality and achieving a more equitable spatial distribution of the population; improving the status and well-being of women; and accelerating sectoral and regional development.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Mexico, a country of 2 million square kilometres, is one of the most populous nations in Latin America. According to United Nations projections, the current population is 88.6 million, of which 37 per cent is age 14 years or

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younger. Population growth is estimated at 2 per cent per year. The crude birth rate is estimated at 26.6 per 1,000 and the crude death rate at 5.4 per 1,000.

6. Overall population density, estimated at 45 persons per square kilometre, is comparatively low, but the population is very unevenly distributed. This situation is worsening as a result of continuing and massive interregional, inter-state and rural-urban migration. Two thirds of the population now live in urban areas; residents of Mexico City and the Mexican Valley alone account for more than 25 per cent of the population. The Government has identified the uneven spatial distribution, together with the fairly high rate of growth, as one of the country's most important population problems.

7. Life expectancy at birth averages 70.4 years but varies widely across the country. Infant mortality has declined from 60 deaths per 1,000 live births in 1965 to 41 per 1,000 in 1990. However, infant mortality is undoubtedly higher in certain rural states.

8. Per capita gross national product in 1987 was $1,830, a slight drop from the previous year. Among the rural population, fertility, infant mortality and illiteracy rates far surpass the national averages; and only 73 per cent of the total population have access to safe drinking water.

9. Mexico is one of the few Latin American countries with an explicit population policy. The Government's demographic objectives are to lower the rate of population growth and to achieve a more even distribution of the population so as to increase employment opportunities and enhance access to social services. The Government has taken steps to integrate specific demographic goals into the overall development planning process. To this end, a General Population Law was adopted in 1974 with the aim of regulating phenomena affecting population structure, volume, dynamics and distribution. It established the National Population Council (CONAPO), which is responsible for formulating plans on population and promoting their integration into economic and social programmes. In 1977, the Government approved a national family planning policy with the aim of reducing the population growth rate. In 1979, a regional population policy was adopted, addressed to the specific problems of interregional migration and the geographical distribution of the population.

10. The Government has emphasized that regulating demographic variables is essential for accelerating economic and social development. The country's population policy serves to co-ordinate various population-related programmes and activities in education, public health, agrarian and rural development, employment and so on. The NDP 1989-1994 contains a national population programme which lays out the Government's perception with regard to certain key indicators (see e.g., para. 12).

11. The main purpose of the Mexican population policy is to contribute to increasing the population's quality of life through actions designed to influence population dynamics, structure and distribution, taking into consideration the characteristics of the various social groups and regions in the country. This global objective is to be achieved through the National Population Programme, elaborated by CONAPO's Technical Secretariat.

12. The following specific objectives have been identified in the National Population Programme 1989-1994:

(a) To promote a better rhythm of population growth by reducing the fertility level, improving population welfare and increasing life expectancy (with the targets of reducing the population growth rate to 1.8 per cent in 1994 and to 1 per cent in 2000);

(b) To achieve a population distribution according to the development potential of the different regions, taking into consideration national and international migration. Within this objective, the Government seeks to lessen the relative size of the great metropolitan zones and encourage the growth of small and intermediate cities;

(c) To promote the development and welfare of indigenous groups, taking into consideration their demographic structure and dynamics, and respecting their ethnic identity;

(d) To promote the integration of demographic objectives and criteria into the country's economic and social planning, with the aim of improving the well-being of all Mexicans and in particular those groups which, in city or country, live in conditions of extreme poverty;

(e) To promote women's participation, in conditions equal to those of men, in economic, political, social and cultural life in order to contribute to the achievement of a better level of individual, family and community well-being.

13. A set of priorities and strategies are also included in the programme. The priorities established to achieve the NPP objectives are as follows: (a) to promote the reduction of fertility levels through population education and family planning services; (b) to establish the criteria and demographic objectives to guide regional development and the development of urban centres in order to reduce out-migration or to reorient migration flows as required; (c) to support family participation in the implementation of population policy objectives; (d) to increase women's educational level; (e) to analyze mortality and morbidity trends on a continual basis; (f) to analyze the demographic behaviour of the indigenous population in order to facilitate actions addressed to fulfil their needs and preserve their identity; and (g) to achieve congruence between population actions and other actions addressed to meet the needs of the more disadvantaged rural and urban groups.

14. The following six main strategic directions have been identified in the NPP: the integration of population policy into development policy; decentralization to the state and municipal levels, emphasizing popular participation; co-ordination of activities in various sectors (for example, consistency between population interventions and other population-related sectoral activities, such as in health, education and housing); enhancement of community participation; development of information and research activities and of human resources; and strengthening of population education and communication activities.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

15. UNFPA's earliest assistance to Mexico began in 1972 through support to the International Planned Parenthood Federation (IPPF) affiliate, the Foundation for Population Studies (FEPAC), for the expansion of family planning services. Support was later given to another national family planning organization to make low-cost contraceptives more widely available. UNFPA assistance to the governmental maternal and child health and family planning (MCH/FP) programme began in 1973; the fourth phase of support was approved in 1987. To date, a total of $17 million has been allocated to this project, executed by the Pan American Health Organization (PAHO) in co-operation with the Ministry of Health.

16. In 1980, the Governing Council approved UNFPA assistance to the Government of Mexico in the amount of $10,560,000 for five years in support of the Government's comprehensive population programme. The programme included projects in the areas of population dynamics, MCH/FP, information, education and communication (IEC) and the participation of women in development. The previous year, the Governing Council at its twenty-sixth session had approved a project for the expansion of services in MCH/FP to communities of 2,500 inhabitants or less in the amount of $6.3 million for a three-and-a-half year period. This brought to $16.8 million the total amount of UNFPA assistance to Mexico from UNFPA's regular funds. Additionally, multi-bilateral sources of funds were supporting a national programme in sex education in the amount of $2.0 million. Overall, between 1972 and 1989 UNFPA allocated over $35 million to population activities in Mexico. In financial terms, the implementation of the programme has been highly satisfactory, with a 100 per cent implementation rate.

17. UNFPA's support has always taken into account Government-established priorities arising from the country's demographic situation. In contrast to the $23 million expended in the MCH/FP area, the total resources expended for information, education and communication ($3.1 million), data collection and analysis ($1.3 million), population dynamics and research ($2.8 million), population policy formulation ($2.9 million) and women, population and development ($0.9 million) may seem of little quantitative importance but have contributed significantly to the effective implementation of the country's population policy.

18. The first programme of UNFPA assistance to the Government of Mexico was formulated on the basis of the findings of a needs assessment mission to Mexico in 1979. The mission recommended assistance to programmes concerned with integrating population policy with development plans and with the implementation of a short-term regional demographic policy. The PRSD mission of May 1989, on whose recommendations the forthcoming country programme is in large part based, concluded that in general the country's overall population programme has been very successful. (In fact, CONAPO received the United Nations Population Award in 1986.)

19. Nearly 98 per cent of UNFPA support went to various government initiatives, including 23 projects emanating from the federal level and one from the state level. However, in spite of the importance attached to activities such as research and training in population, only 5 projects have been directed at this sector since 1973 for a total of $670,000. Between 1973 and 1976, virtually all financial support went to activities to establish governmental programmes in family planning in an effort to institutionalize the country's population policy. Since 1976, and in contrast to previous funding, UNFPA activities in Mexico have been directed at more comprehensive projects. In one way or another, but always substantively, the Fund's activities since 1983 have been oriented towards population dynamics and distribution, IEC, family planning and relevant research in population and development.

20. After 17 years of UNFPA support to the Mexican population programme, and as a result of the Government's commitment to translating policy into action, significant progress can be noted in the following areas:

(a) The population growth rate has been reduced from 3.4 per cent to 2.01 per cent;

(b) A decentralization process has been initiated in the provision of services and the development of regional and state policies, which is important for the elaboration of more adequate responses to local problems. One of the major successes in this respect has been the creation of state population councils;

(c) A high degree of institutionalization has been reached for institutions involved in population activities in both the private and public sectors, allowing them to attain a significant level of autonomy. UNFPA's support facilitated the development of an organizational, technical and information infrastructure which is of crucial importance for the execution of future population programmes;

(d) Training in the development of human resources to carry out population activities has been institutionalized. Mexico now enjoys a high reputation in this field in the Latin American region;

(e) Co-operation between the different government organizations has been strengthened. This has led to more consistency in government policies and better co-ordination of activities;

(f) Studies on migration have yielded impressive results. The country can now proceed in the formulation of a concrete programme to influence population distribution;

(g) The status and role of women in society and in development rank very high on the Government's agenda. New institutions have been created in both private and public sectors to improve the status of women, one recent example being the National Programme for Women, founded in 1989 as an organ of CONAPO;

(h) Messages about environmental issues have been elaborated and disseminated, creating a growing consciousness among the population;

(i) A new emphasis has recently been given to policies to help alleviate poverty, as evidenced in the Government's concern about the well-being of the country's indigenous population.

Other external assistance

21. Other population assistance to Mexico has included the following: the PAHO programme to reduce fertility levels; a project funded by the Japan International Cooperation Agency (JICA) to promote population information and education and provide vehicles and statistical equipment; a pilot project supported by the British Overseas Development Administration (ODA) in the area of information, education and communication; and support from the Canadian International Development Agency (CIDA) for family planning services in low income areas.

22. Non-governmental organizations (NGOs) active in Mexico have been the Association for Voluntary Surgical Contraception (AVSC); the Center for Population Options, International Clearinghouse on Adolescent Fertility; the Centre for Development and Population Activities (CEDPA); Family Health International; The Population Council; The Pathfinder Fund; Family Planning International Assistance (FPIA); the Ford Foundation; the Japanese Organization for International Cooperation in Family Planning (JOICFP); The Rockefeller Foundation and IPPF. These organizations have been largely involved in providing family planning health and educational services through the private sector and in undertaking operations research.

IV. FINDINGS OF THE PRSD MISSION

23. The PRSD mission found that Mexico's National Population Programme could be characterized as very successful, particularly in view of the fact that prior to 1974 the Government had officially supported a pro-natalist position. The mission noted that the programme is anchored by one of the most comprehensive

population policy and institutional structures in the developing world. Mexico's National Population Policy is embodied in the 1974 General Population Law and in changes in the Constitution undertaken as a result of the law, with particular reference to measures designed to improve women's status. The creation of CONAPO has been an important part of the implementation of these laws. Most importantly, the sexennial National Development Plans systematically incorporate population-related objectives among the priorities for state action, and a complementary six-year National Population Plan is drafted by every incoming new administration.

24. The Mexican programme's comprehensive legal basis has a strong mandate recognized by all sectors in the country. In addition, the institutional infrastructure of the programme is of an intersectoral nature, with a Secretariat endowed with all the duties and responsibilities required to ensure implementation. The strength and variety of public and private institutions active in the population and related sectors in Mexico lend further support to the law's intentions, which is to improve the well-being of the people. In particular, the readiness of the institutions in the health system to extend integrated family planning services, expand their network and improve the general quality of their services has resulted in effective expansion of coverage. This is perhaps the most important accomplishment of a relatively young programme 15 years from its inception.

25. However, in spite of these favourable factors, the programme has reached a crossroads whereby current approaches do not seem to produce the expected results. The unpublished results of the 1987 National Fertility Survey show that the programme has not achieved its planned demographic targets and that it has reached a plateau. This is fully recognized by the Government, which is seriously concerned about the implications of these developments and is intent on taking appropriate measures to reverse the situation.

V. PROPOSED PROGRAMME 1990-1994

26. The proposed programme of assistance to the Government of Mexico takes into account the PRSD's diagnosis of the situation in the population and related fields as well as the experiences of the first population programme. It reflects the priorities of the National Population Programme 1989-1994, of a document prepared by CONAPO, and of the 1989-1990 National Development Plan.

27. The NPP 1989-1994, in support of the national development plan, proposes the following lines of action: (a) to lower the growth rate to 1.8 per cent by 1994 and to 1 per cent by the year 2000, by increasing the demand for family planning services and providing such services to those sectors of the population still unserved, supporting these efforts through appropriate information, education and communication activities; (b) to achieve a more equitable

distribution of the population according to the development potential of the different regions; (c) to integrate demographic criteria and objectives into development planning, particularly at the state level; (d) to contribute to the development and raise the living standards of indigenous groups; (e) to decentralize the implementation of population policy activities to the state and local level and promote human resource development in the population field; and (f) to improve the status and well-being of women.

28. In order to achieve the general objectives, and taking into account the constraints that have affected the implementation of UNFPA-supported activities to date, the Fund proposes a strategy that emphasizes: (a) extending the coverage of services particularly to rural areas, by creating conditions for accessibility and acceptability; (b) concentrating resources in selected areas, on the basis of a formula worked out by UNFPA and the Government; (c) integrating population activities into all sectors in order to design a set of actions acceptable to the target population or group concerned; and (d) promoting the important trend of decentralization, keeping in mind the major requirements at the state and municipal levels. Based on these considerations, UNFPA recommends that the proposed programme concentrate on five major areas: MCH/FP; IEC; population policy formulation, comprising data collection and analysis activities; population dynamics; and women, population and development.

Maternal and child health and family planning

29. UNFPA would provide assistance for MCH/FP through a more diversified and broader approach than in the past, switching from a single-sector approach to an integrated, multi-sectoral one. This would take full advantage of the capacities of the major institutions now involved as well as others, including those in the private sector, in a redefined operation. A critical component of the proposed assistance in this area would be continued support to CONAPO's Secretariat in its efforts to revise demographic and programme targets and to co-ordinate programme planning in selected areas. Operational and socio-cultural research would be essential for the success of the new strategy.

30. UNFPA assistance to the MCH/FP sector would support the Government's ongoing efforts to incorporate MCH/FP activities, and population matters in general, into the National Programme Against Extreme Poverty, which commands the Government's highest commitment. This not only would help concentrate resources in selected areas most in need of both economic and population assistance, but it would ensure that the populations concerned receive a multi-sectoral package of services, including MCH/FP services. In this way, the significant resources of the Government could usefully complement the population assistance provided by UNFPA and other sources.

31. UNFPA would provide support through an integrated programme-based approach, assisting the Ministry of Health in its initiative in eight priority states.

This would involve, among other things, reinforcing training at state and community levels in the areas of management, modalities of service delivery, communication skills and population education. To complement this approach, UNFPA would also support MCH/FP activities aimed at specific target groups such as women, indigenous populations, and adolescents, in particular where designed within the context of a population education programme.

32. UNFPA proposes to provide assistance for the MCH/FP sector in the amount of $9,750,000 (including $1 million of which would be sought from other sources, including multi-bilateral sources). Taking into account the significant assistance received by the Government in this area, namely from USAID, IPPF and others, UNFPA would strive to work closely with other donors when preparing its programme so as to avoid duplication of efforts and hence maximize the effectiveness of resources.

Information, education and communication

33. UNFPA would seek to maximize the utilization of resources in this sector through a two-pronged strategy: (a) the creation of appropriate linkages between population education and MCH/FP programmes, primarily by training teachers in these two areas and upgrading textbooks and manuals so as to direct population education more precisely at increasing contraceptive acceptance and modifying traditional fertility behaviour; and (b) the intensification of population education programmes in those rural areas selected for special emphasis, where educational efforts would have to precede the expansion of family planning services to enhance the acceptance of such services. The proposed programme would also be instrumental in creating or enhancing programmes aimed at newlyweds, adolescents, men, government workers, pharmacists and others identified as requiring special involvement.

34. Accordingly, UNFPA support to IEC activities would build on the linkages created between population education and MCH/FP programmes. The Ministry of Education would be assisted in the upgrading of textbooks and preparation of materials for the training of teachers. In particular, UNFPA support would be used both to help expand IEC activities in rural and urban marginal areas of the eight priority states identified by the Ministry of Health, focusing on selected target groups, and to introduce population IEC into existing programmes that have a high capacity to reach large numbers of beneficiaries, e.g., agricultural extension programmes, youth organizations working with adolescents, women's groups and so on. UNFPA's support to the population IEC sector would amount to $2,750,000. Of this, $500,000 would be sought from other sources, including multi-bilateral sources.

Population policy formulation

35. UNFPA would support the Government in improving the situation with regard to: (a) formulating the conceptual and methodological framework for integrating population and development; (b) strengthening the institutional framework for implementing population activities; (c) producing and/or improving the data required to formulate a comprehensive/quantitative population policy, including goals in terms of population distribution and internal migration; and (d) training policy-makers and technical staff in the area of population and development.

36. The effort to formulate the conceptual and methodological framework for integrating population factors into development planning, both nationally and regionally, would take into consideration the most relevant population issues at the national, state and municipal levels (including such issues as employment and migration, population growth and the environment, and others). The proposed programme would also provide assistance for the formulation of population policies at the state level, which would require the undertaking of comprehensive research, as well as the training of policy-makers and staff involved in such efforts at that level.

37. A basic strategy of UNFPA support would be the strengthening of the country's institutional framework to integrate population and development. This would require: (a) supporting CONAPO's Secretariat in terms of defining its role, improving its working relationship with other institutions involved in socio-economic development and related matters (which are also members of CONAPO) and training its staff; (b) strengthening the regional network of population councils; (c) strengthening and/or creating population units in all relevant national, sectoral and regional development planning bodies; and (d) providing practical training for policy-makers and technical staff at all levels and in all sectors on the complex interrelationship between population and development, and on integrating population factors into development planning. Support to state population councils would be a high priority of the proposed programme, primarily to improve the current methodologies and procedures for integrating population into development planning at the state and municipal levels, to strengthen the relations with all development-related institutions at the local level and to train their staff.

38. The programme would also support policy-oriented research on the socio-economic and demographic causes and consequences of migration in order to supplement existing information in this area. More information is also needed on the interrelationship of migration, the environment and rural development. This would require the strengthening of the research, data-collection and institutional capacities of national research institutes and of CONAPO. Special consideration would be given to the need to produce and distribute disaggregated population information (including population projections at the state, municipal and local levels) for development planning purposes.

39. UNFPA would provide a total amount of $3,250,000 for this sector, of which $500,000 would be sought from other sources, including multi-bilateral sources.

Population dynamics

40. In recognition of the strategic importance of research in the implementation of the national population policy, the Fund would effectively move towards widening its support to research, taking into account the available research capacity in the public and private sector. By directing its resources more widely, UNFPA would hope to foster greater interaction between the two sectors, thereby facilitating the establishment of research priorities and effecting a better utilization of results.

41. The UNFPA programme would favour operational research in the MCH/FP and IEC sectors in particular, rather than academic studies, as well as policy-oriented research on the integration of population and development, internal migration, population and environment as well as on issues related to women, population and development. Such research would seek to identify organizational, cultural and other obstacles hindering the effective implementation of the programme. It would also focus on socio-cultural factors affecting attitudes towards contraception and the acceptance of modern contraceptive methods, as well as evaluate the suitability and results of programme activities and procedures applied. Additionally, it should be noted that UNFPA support to research would be included within each sector of the programme.

42. UNFPA proposes to provide a total of $1,250,000 for activities in this sector.

Women, population and development

43. In view of the strategic importance of women in population and development activities, UNFPA would seek to help generate programmes aimed at improving the status of women. UNFPA assistance would make use of the experiences of NGOs active in this area and strengthen official bodies to deal with operational and policy issues concerning women.

44. UNFPA would support the design of programmes aimed at improving the status of women, in particular communication/education programmes that seek to change men's attitudes and behaviour regarding family planning, the role of women in community development, and sexuality, among others. UNFPA would provide assistance to research leading to the identification of mechanisms to involve women in programme/project design, direction, implementation and policy development. The Fund would also assist the National Programme on Women to fulfil a larger co-ordinating role. Lastly, the Fund would ensure that all projects within the programme would be evaluated in terms of gender sensitivity

and that women's concerns would be considered throughout all phases of the programme, from project design through the training of project formulators and implementors. UNFPA would provide $2 million for activities in this sector.

Programme reserve

45. UNFPA proposes to establish of a programme reserve of $1 million to address as yet undetermined needs within the context of the population programme.

Programme co-ordination

46. The programme and its components would be co-ordinated within the institutional framework provided by CONAPO, which is responsible for co-ordinating all population activities in the country. UNFPA and the Government of Mexico have agreed that an in-depth evaluation of the previous and ongoing MCH/FP programme should be undertaken. This would be carried out prior to the start of the new programme. The results of the evaluation would be used to develop baseline indicators for future activity. Efforts would be made to liaise with other organizations in the United Nations system as and when appropriate, and close collaboration is envisaged with UNDP, United Nations Development Fund for Women (UNIFEM) and UNICEF.

Programme monitoring, evaluation and management

47. Projects developed in the sectors described above would all have built-in monitoring and evaluation components. However, the major components of the programme would be evaluated independently. The programme would be monitored in accordance with established UNFPA procedures, including project progress reports, annual tripartite reviews and a mid-term review of the overall programme.

48. The execution of the programme would be co-ordinated through the UNDP/UNFPA field office by the UNFPA Representative, with the assistance of the UNFPA Country Director, in conjunction with CONAPO. Support activities would be provided by a national programme officer, a junior programme officer, an administrative assistant and a secretary.

Financial summary

49. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $20 million, of which $18 million would be committed from UNFPA regular resources. If UNFPA's funding situation permits, the balance of up to $2 million may be provided by UNFPA. If and to the extent this is not possible, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. The table below shows how the programme would accommodate this level of funding:

	UNFPA regular resources $	Other sources $	Total $
Maternal child health and family planning	8,750,000	1,000,000	9,750,000
Information, education and communication	2,250,000	500,000	2,750,000
Population policy formulation	2,750,000	500,000	3,250,000
Population dynamics	1,250,000		1,250,000
Women, population and and development	2,000,000		2,000,000
Programme reserve	1,000,000		1,000,000
TOTAL	18,000,000	2,000,000	20,000,000

VI. RECOMMENDATION

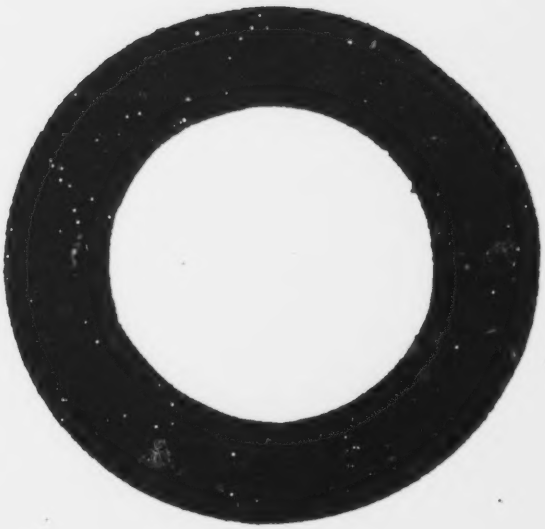
50. The Executive Director recommends that the Governing Council:

(a) Approve the assistance to Mexico in the amount of $20 million for the five-year period 1990-1994;

(b) Authorize the Executive Director to commit an amount of $18 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to $2 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Mexico and with the executing agencies.



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Governing Council
of the
United Nations
Development Programme

Dist.
GENERAL

DP/FPA/CP/72
5 March 1990

ORIGINAL: ENGLISH

Thirty-seventh session
28 May - 22 June 1990, Geneva
Item 6 of the provisional agenda
UNFPA

UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director
Assistance to the Government of Côte d'Ivoire
Support for a comprehensive population programme

Proposed UNFPA assistance:	$2.5 million
Estimated value of the Government's contribution:	To be determined
Duration:	Two years
Estimated starting date:	January 1990
Executing agencies:	Government of Côte d'Ivoire United Nations United Nations Educational, Scientific and Cultural Organization (UNESCO) World Health Organization
Government co-ordinating agency:	Ministry of Industry and Planning

COTE D'IVOIRE

Demographic facts

Population Total (000)	
Total	12,596
Males	6,385
Females	6,211
Sex ratio (/100 females)	102.8
Urban	5,870
Rural	6,725
Per cent urban	46.6
Population in year 2000 (000)	18,547
Functional age groups (%)	
Young child: 0-4	20.7
Child: 5-14	28.7
Youth: 15-24	18.4
Elderly: 60+	3.7
65+	2.2
Women: 15-49	20.8
Median age (years)	15.3
Dependency ratios: total	106.9
(/100) Aged 0-14	102.3
Aged 65+	4.6
Agricultural population density (/hectare of arable land)	1.44
Population density (/sq.km.)	39
Average annual change (000)	
Population increase	544
Births	701
Deaths	181
Net migration	24
Annual population total (% growth)	3.91
urban	5.65
rural	2.26
Crude birth rate (/1000)	50.2
Crude death rate (/1000)	12.9
Net migration rate (/1000)	1.7
Total fertility rate (/woman)	7.31
Gross reproduction rate (/woman)	3.60
Net reproduction rate (/woman)	2.84
Infant mortality rate (/1000)	87
Life expectancy at birth (years)	
Males	52.8
Females	56.2
Both sexes	54.5
GNP per capita (U.S. dollars, 1987)	740

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national production per capita: World Bank, World Development Report 1989. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1988.

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I. SUMMARY

1. At the request of the Government of Côte d'Ivoire, a priority country for UNFPA assistance since June 1988, the United Nations Population Fund (UNFPA) proposes to support an interim population programme, in the amount of $2.5 million, over a two-year period, starting January 1990. The objective of the programme would be to assist the Government in achieving its population and development objectives by creating favourable conditions for population activities and building a solid foundation for increasingly comprehensive population programmes in the future.

2. This interim population programme, the second cycle of UNFPA assistance to Côte d'Ivoire, is based on the findings and recommendations of the multisectoral review mission that visited the country in March 1989, as well as the findings of the Basic Needs Assessment Mission of February/March 1983. The proposed programme has been designed to complement and supplement the Government's orientation and goals regarding population and development, and takes into account the strategy for UNFPA assistance in sub-Saharan Africa (document DP/1987/37), and the Fund's strategy to deal with issues concerning women, population and development (document DP/1987/38).

3. As a first step in accommodating the recommendations of the Joint Consultative Group on Policy (JCGP) concerning joint programming, the interim programme would seek to prepare the groundwork for a subsequent population programme, 1992-1996, that would coincide with the next UNDP programme cycle in Côte d'Ivoire. A second step would be to adjust the UNDP and UNFPA programme cycles with that of the Government's development planning process.

4. The overall objectives of the proposed interim programme are threefold: (a) to promote awareness among policy-makers, parliamentarians, government officials, opinion leaders and national experts of population and gender issues; (b) to strengthen the national institutional capacity and develop human resources in the area of population and development; and (c) to integrate population variables into the development planning process.

5. In order to achieve these objectives, the programme would concentrate on: (a) creating and increasing the awareness of policy- makers, parliamentarians, government officials, opinion leaders, and national experts on the interactions between population and development; (b) improving rural health services, including those specifically dealing with child spacing; (c) promoting and enhancing the status of women; (d) increasing knowledge about population structure and trends; (e) establishing a demographic database through the implementation of population censuses and intercensal demographic surveys; and (f) establishing a population planning unit.

6. The strategy of the interim programme would focus on generating the political commitment needed to facilitate the adoption of administrative and

legal measures that would help create favourable conditions for population activities, as well as improve the status of women and the health and well-being of mothers and children. This would require giving special attention to socio-cultural research, awareness creation, human resource development, and programmes to enhance the role and status of women. It would also necessitate the building up of a national monitoring and evaluation system, the strengthening of the role of non-governmental organizations (NGOs), and the strengthening of agency and donor co-ordination.

7. All projects under the proposed programme, as in all the UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14(d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

8. In view of the country's total population size and density, estimated by the United Nations for 1990 at 12.6 million and 39 persons per square kilometre, respectively, the Government does not consider Côte d'Ivoire to have a population problem and believes that population can be a positive factor in the country's socio-economic development. Yet, according to the criteria approved by the Governing Council, Côte d'Ivoire has been designated as a priority country for UNFPA assistance. The annual rate of population growth is quite high, at 3.9 per cent, as are infant and maternal mortality rates (87 per 1,000 and 840 per 100,000,* respectively). The country has a young age-structure (49 per cent of its population is under 15 years of age and the median age of the population is 15.3 years) and a high total fertility rate (7.3 children per woman). Life expectancy is relatively low at 53 years for men and 56 years for women.

9. Health care in Côte d'Ivoire has improved considerably since the country gained Independence in 1960. Nevertheless, data clearly indicate that the country's exceptional economic growth of the first two decades after Independence (which, however, declined precipitously after 1980) did not have the anticipated effects in the social and health sectors. Still, efforts are being made to improve the general health conditions of the people, and of mothers and children in particular, though family planning has not yet been integrated into maternal and child health services. The Government has also invested a substantial amount of resources in the national education system. The extent of the Government's commitment to this sector is evidenced by the proportion of the recurrent budget devoted to it, which, according to the World Bank, amounted to 44.8 per cent in

* The figure for maternal mortality is based on Government projections.

1988, or approximately 7 per cent of the country's gross national product (GNP). However, the rapid growth in the number of school-age children, coupled with the declining economic situation, has contributed to a declining rate of school enrolment in recent years.

10. Since 1979, Côte d'Ivoire has encountered serious economic difficulties. According to a World Bank report (1987), the economic growth rate dropped from 6.8 per cent per year for the period 1965-1980 to -0.13 per cent for the period 1980-1986. By contrast, the already high proportion of GNP consumed by the national debt doubled between 1980 and 1985, from 40 to 80 per cent. This negative growth rate and growing national debt, coupled with a rapid population growth rate, have made it difficult for the Government to invest in social infrastructure and programmes. In fact, the Government has had to freeze state expenditures and investment in many social sectors, and this is likely to cause health coverage to deteriorate throughout the country. In view of these socio-economic difficulties, the Government launched an Economic Recovery Programme in the early 1980s, with support from the International Monetary Fund and the World Bank. While this has helped to reduce the national deficit, it has not alleviated any of the demographic pressures on the economy. This is primarily due to the fact that the various structural adjustment programmes do not include components that directly and specifically address the demographic aspects of the country's development issues.

11. Since 1986, Côte d'Ivoire has carried out its development process without a formally adopted social and economic development plan, although it does have a draft plan for 1986-1990. The "Schéma - Directeur de Loi Programme des Actions de l'Etat" (Guidelines for the law authorizing long-term government spending) is said by government authorities to be the main document guiding development. The Guidelines contain a rolling triennial programme of public investments, which is revised and updated each year in a supplementary document. The Guidelines do not include major issues concerning Côte d'Ivoire's demographic development, which may be due in part to the absence of a national population policy. However, preliminary work for the formulation of the new five-year plan 1991-1995 is already under way, and there are signs that the interactions between population and development may be reflected in the Government's current planning and programming processes.

12. In Côte d'Ivoire, where women constitute 48 per cent of the population, the Constitution guarantees both sexes equal legal, social and economic rights. At present, however, females still lag behind men in several critical social and economic areas. For example, the school enrolment rate for girls is 31.9 per cent as compared to 44.4 per cent for boys, and illiteracy remains higher among women than among men. Moreover, women are mainly employed in agriculture and in low-paying, low-prestige jobs in both the private and public sectors. The proportion of female civil servants within the public sector, which is seen as one of the primary avenues of career advancement in the country, is only 16.3

per cent of the total. In view of these and other disparities between men and women, the Government has charged the Ministry of Women's Promotion with the responsibility of ensuring that women enjoy the same rights as men; promoting women's status and education; and creating and increasing job opportunities for women in the modern sector. Unfortunately, the Ministry, which manages 84 women's educational institutions, has neither accurate data on women nor qualified personnel to discharge its duties in a proper manner. Although the ruling party created the Ivorian Association of Women in 1975 as a special wing of the party to address questions concerning women, women remain a weak political force in the country. Indeed, there are only 2 women ministers out of 39 in the Government, 10 women parliamentarians out of 175, 12 out of 113 members of the Social and Economic Commission, and 4 women elected as city mayors out of 135.

13. Côte d'Ivoire has not yet formulated a comprehensive population policy. The Government's position on population issues derives from its policy of "socio-economic liberalism" and can be summarized as follows: "Our concern is not to reduce the birth rates by aggressive intervention in the couple's privacy [but] rather ... to increase the life expectancy of young Ivorians. Our wish is to increase our means in order to ensure better health for mothers and children." However, the organization of two national seminars since December 1987 -- one on the "Interrelationship between Population and Development", the other on "Family Life Education" -- seems to signal a change iyn the Government's conception of the links between population issues and development strategies. Indeed, a group of parliamentarians in charge of population and development issues has since been created within Côte d'Ivoire's National Assembly.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

14. The first UNFPA-supported programme in Côte d'Ivoire was approved by the Governing Council in June 1985 in the amount of $1.7 million over a period of four years. It provided assistance to five areas of activities: maternal and child health and family planning (MCH/FP); data collection and analysis; population information, education and communication (IEC); population dynamics; and women, population and development. Of the $1.7 million approved, approximately $1.2 million had been expended by the end of 1988. The allocation for 1990 is approximately $160,000. Overall, implementation of the first programme was rather low, and this resulted in a delay of a year in the submission of the second country programme to the Governing Council. The low implementation rate was due to: (a) a generally weak institutional framework to implement the programme (for example, the Ministry of Industry and Planning, the main body responsible for co-ordinating development activities, was established only in July 1987); (b) the absence of a national social and economic development plan; (c) the generally low level of awareness among political and opinion leaders of population and gender issues; (d) the lack of qualified national expertise in the area of population and development; (e) the non-availability of accurate demographic data; and (f) the existence of the French Law of 1920 prohibiting the use of contraception.

Maternal and child health and family planning

15. UNFPA initiated its support for MCH/FP and related IEC activities in 1983 following the February/March Basic Needs Assessment Mission, extending $700,000 for MCH/FP and $230,000 for IEC activities. Owing in part to the cautious position of the Ministry of Health and Population towards family planning services, however, attempts to develop a specific and autonomous MCH/FP project were unsuccessful. This required adopting a different approach to family planning, which resulted in an integrated pilot project of maternal and child health and family life education, formulated in collaboration with WHO and UNESCO. The objectives of this pilot project were to develop a strategy for IEC activities and to introduce awareness-creation programmes on family planning and population issues. Its main activities were a socio-cultural review focusing on women, population and health matters; a review of medical data on pre-, peri, and post-natal health care; and the organization of four information and awareness-creation seminars for 300 participants from the health and social sectors.

16. The major outcome of the integrated pilot project, according to the findings of an evaluation carried out by WHO and UNESCO, was the creation of awareness among the health and paramedical personnel of the utmost necessity of an interdisciplinary approach to health issues and of the importance of the link between various population factors and health issues. The evaluation identified other positive developments as well, such as the decision to include socio-cultural topics in the curricula of nursery schools and the teaching of reproductive health at the national Medical College, with a focus on an interdisciplinary approach to health problems and on the need to train health personnel as well as social workers in this field.

Data collection and analysis

17. The country's second census, taken in March of 1988, benefited from a direct contribution from UNFPA in the amount of $742,000, as well as assistance in the amount of $211,000 from Finland and Canada provided through a multi-bilateral arrangement with UNFPA. The Government contribution amounted to $9.2 million, which included a loan from the World Bank of approximately $4.2 million. The objectives of the 1988 population census were to create a permanent legal framework for population censuses in the country and to ensure the availability of updated baseline demographic data. The census also attempted to update the country's Directory of Localities and to produce accurate and reliable demographic data for the elaboration of the next national social and economic development plan. The preliminary results of the March 1988 population census indicate a population of 10 million. The census project encountered two main difficulties, namely, fluctuations in the exchange rate of the dollar in 1986-1987 and a delay in the release of the World Bank loan, which consequently delayed the coding, inputting and analysis of data.

Population dynamics

18. UNFPA has been providing assistance to Côte d'Ivoire's National School of Statistics and Applied Economics (ENSEA) since 1972 for demographic training and research. This assistance has comprised two components: a training component and a scholarship component. The training component has just been renewed by UNFPA for a new three-year period, the first year of which is part of the first country programme. The scholarship component was evaluated by the United Nations in August 1989 and found to be generally satisfactory. The mission recommended that both components be maintained and given continued support by UNFPA as the needs for training in demography remain crucial in this part of Africa. It also recognized that the trained students were suitably employed in their respective countries and that further efforts should address the issue of the enrolment of female students.

Other external assistance

19. Côte d'Ivoire receives substantial external assistance for its social and economic programmes from three main sources: United Nations agencies and organizations, which account for 60 per cent of the total volume; bilateral donors, 22 per cent; and other international institutions, 18 per cent. However, only a small part of this assistance goes directly to population and related activities. This is due primarily to the fact that Government policy favours a distribution of resources along the following lines: economy, 50 per cent; agriculture, 25 per cent; transportation and communication, 16 per cent; and other sectors (including population activities) 9 per cent. The major bilateral donors to Côte d'Ivoire are Belgium, Canada, the Federal Republic of Germany (FRG), France, Italy, Japan, the Netherlands, the Republic of Korea, Switzerland and the United States, among others. Much of this assistance is directed to the health and education sectors (for training, technical assistance, equipment, and facilities) as well as to agriculture.

IV. PROPOSED PROGRAMME 1990-1991

20. The proposed programme in the amount of $2.5 million over a period of two years (1990-1991) is based on the findings and recommendations of a multisectoral review mission that visited Côte d'Ivoire in March 1989. It aims at: (a) increasing awareness among policy-makers, parliamentarians, government officials, opinion leaders and national experts of population and gender issues as well as of the health benefits of birth spacing; (b) building up and strengthening the national institutional and human resource capacity to design, implement and administer population activities through training and through seminars and workshops; and (c) strengthening the planning process through the integration of population variables into socio-economic development planning and the establishment of a population planning unit within the Ministry of Industry and Planning.

21. The strategy of the interim programme would focus on generating the political commitment needed to facilitate the adoption of administrative and legal measures that would help create favourable conditions for population activities, as well as improve the status of women and the health and well-being of mothers and children. UNFPA would seek to ensure the effective co-ordination and close collaboration among all partners involved in the implementation and monitoring of the interim programme. The main components of the programme, which would be executed by UNESCO, WHO, and the United Nations, are described below.

22. To achieve these objectives the programme would focus on: (a) creating and increasing awareness of interactions between population and development through IEC activities; (b) improving rural health services, including those specifically dealing with child spacing; (c) promoting the status of women through literacy campaigns and through their participation in project activities; (d) improving and increasing knowledge about population structure and trends through demographic training and research; and (e) establishing a demographic database.

Maternal and child health and family planning

23. The principal health objectives of the Government are to lower the country's high maternal and child morbidity and mortality rates and to promote the well-being of all the people of Côte d'Ivoire. In this respect, the Government has, since Independence, invested considerable resources in the health sector, in particular in terms of developing appropriate infrastructure and human resources. With the adoption of the WHO strategy of "Health for All by the Year 2000", primary health care policies and measures have been implemented in the areas of preventative medicine and MCH services. Despite these efforts, maternal and infant mortality rates remain high, and there are signs of malnutrition among various groups within the population, particularly among women and children. Moreover, studies carried out in 1982 at the Treichvielle Teaching Hospital on maternal mortality during labour and delivery showed that a high percentage of maternal deaths occurred during the transfer of women in labour from rural health centres to better-equipped regional and urban hospitals.

24. UNFPA assistance to this sector would focus on: (a) improving the collection, dissemination and utilization of health statistics, especially those concerning groups at high risk (e.g., adolescents, pregnant women, children); and (b) strengthening the technical capability of the Ministry of Health and Population at the national level by improving its planning, evaluation, monitoring and co-ordination mechanisms and by training health professionals in MCH/FP and related areas through fellowships abroad, local seminars and workshops and study tours. As far as birth-spacing services are concerned, UNFPA assistance in the amount of $100,000 would be channeled through the International Planned Parenthood Federation (IPPF) affiliate Ivorian Family Welfare Association, which currently provides modern contraceptives in its clinics in the capital and in three other cities, in order to expand the coverage of the

Association's birth-spacing services as well as of its IEC programme. UNFPA would also provide $200,000 for audio-visual and medical equipment, rehabilitation of selected rural MCH centres, and short-term consultancies in health management and planning. WHO would serve as the executing agency.

Information, education and communication

25. Since gaining Independence in 1960, the Government has accorded the education sector its highest priority, devoting considerable resources to it. Unfortunately, very little has been developed in either the formal or non-formal education sector in terms of population/family life education curricula or in terms of the production of educational materials to address population and gender issues. UNFPA would provide assistance in the amount of $800,000 for population IEC activities in both the formal and non-formal sectors with a view to creating and enhancing public awareness of family life and population issues. To ensure that the IEC activities take into account the socio-cultural values of the country, pre-project baseline surveys on the level of awareness of, attitudes towards and practices concerning population and gender issues would be undertaken prior to the formulation of the projects.

26. UNFPA assistance would aim at securing the commitment of policy-makers and decision-makers to population programmes and at broadening the acceptance of population activities on the part of the administrators and the general public. The strategy to achieve these objectives would focus on creating awareness and deepening the general understanding at all levels of government and society of issues and implications of population growth. The implementation of a strategy would require a number of lines of action. One line of action would be to educate key leaders about population issues. The primary aim of this activity would be to motivate these leaders to endorse IEC activities for the administrators and technical staff they supervise. A second line of action would be to gain the support of potential sources of opposition to population activities. This would require paying particular attention to efforts to increase their level of understanding of population and related issues. Other lines of action would include: (a) the training of the managers and technicians in the basic principles of population education and in communication techniques; (b) the use of mass media to convey messages and images that have been carefully pre-tested with intended audiences, with more detailed and informative messages to be developed after a base of support has been established; and (c) the convening of various groups within the community to discuss children's needs in terms of education and health services and to get feedback for use in determining or revising the content of population education messages.

27. In response to the increasing magnitude of problems among young people in Côte d'Ivoire (e.g., juvenile delinquency in schools, sexually transmitted diseases among students, pregnancies among teen-agers, high-school drop-outs, and induced abortions), the Government introduced in 1984 the teaching of "Civic Rights and Duties" and "Moral Values" into the curricula of elementary and

secondary schools. The IEC activities of the UNFPA programme would be designed to complement and supplement these efforts by introducing family life education and other pertinent subject matters into the curricula of natural science, geography, civil rights and duties, and moral values. Other activities would include the production of appropriate audio-visual materials and the training of school teachers in population and related issues. UNDP would join UNFPA in carrying out such IEC activities and would jointly finance activities that fall beyond UNFPA's mandate (e.g., drug prevention and juvenile delinquency). The project in the formal sector would start on a pilot basis covering a few selected schools and then extend progressively to cover the whole country. An amount of $400,000 is earmarked to support the cost of an international expert, training of teachers locally and abroad, provision of administrative support, holding of seminars and workshops, and the provision of teaching material and equipment. UNESCO would be the executing agency.

28. Non-formal education sector. Non-formal education in Côte d'Ivoire is handled by various ministries such as Youth and Sports, Social Affairs, Agriculture, Women's Promotion, and Information and Communication. These ministries, according to the findings of the multisectoral review mission, have a great deal of potential for developing and supporting population and related activities as well as family life education. The UNFPA project would, therefore, seek to infuse the non-formal education programmes of these ministries with concepts of family life education and information on the health benefits of birth spacing, in order to enhance people's understanding of these issues and thereby lessen opposition to family planning services. Activities in this area would include the training (locally and abroad) of the staff of ministerial departments as well as the promotion of awareness through various media (notably radio) and seminars and workshops. The themes of the seminars and workshops would be based on the findings of socio-cultural studies and demographic surveys carried out in other UNFPA-funded projects. The main target groups of the activities in the non-formal education sector would be youth organizations, women who participate in activities at social centres, students of agricultural training centres, agricultural extension workers and members of rural communities. UNFPA assistance in the amount of $200,000 would cover consultancies, training, seminars, study tours, and administrative support costs. UNESCO would execute the project in collaboration with the relevant ministries and selected non-governmental organizations (NGOs).

29. Information and communication. Côte d'Ivoire is, among the sub-Saharan countries in West Africa, the best equipped in terms of information and communication capabilities. When the country gained Independence in 1960, it had only a limited national radio system. However, in order to make social, health and political information available to the majority of the people, the country progressively extended the coverage of national radio and installed and developed a national television network, both now reaching approximately 90 per cent of the population. The country's daily newspaper "Fraternité Matin", launched in 1964, is currently read by the majority of the literate Ivorians

(some 30 per cent of the population). However, despite the rapid development of the various media, messages dealing with population and gender-related issues have not been given the required emphasis in either radio and television programmes or in the newspapers. The UNFPA programme would therefore assist the Government in its efforts to train and sensitize national journalists about population and related issues. The trained media personnel would be expected to play an important role in preparing and disseminating information about family life, family well-being and birth-spacing services, as well as in softening the opposition of male partners, who are currently one of the most serious obstacles to the use of birth-spacing methods in many parts of the country. UNFPA's input in the amount of $200,000 would support the cost of training, attendance at international meetings and short-term consultancies. UNESCO would execute the project and, in co-operation with national NGOs, assist the Government in its implementation.

Basic data collection and analysis

30. The Ministry of Industry and Planning has underscored the importance of collecting, disseminating and utilizing demographic data as a means of updating its knowledge of population composition, structure and trends. As part of this effort, Côte d'Ivoire carried out its second population and housing census in March 1988 and established the legal framework for conducting population censuses on a decennial basis. Although the preliminary results of the census are now available, the census exercise has not yet been completed. In addition, as a follow-up to the census activities, the country plans to carry out two surveys -- one on migration, the other on employment and households. UNFPA proposes to provide $300,000 to cover the cost of completing the census exercise and to conduct the surveys.

31. With a view to putting in place an effective national system of civil registration, a pilot project would also be initiated with UNFPA support in the amount of $100,000. The immediate objective of the project would be to improve the current civil registration system. The United Nations would serve as executing agency for both the population census and civil registration projects. The Economic Commission for Africa would provide technical backstopping, as and when required.

Population policy formulation

32. The first programme did not include a sector on population policy formulation primarily because of the Government's generally cautious attitude towards population issues at that time. However, the multisectoral review mission emphasized the need for increasing awareness about the interrelationship between population and development and for establishing a national population policy. It recommended, therefore, that national and regional seminars and workshops geared to policy-makers, parliamentarians, government officials, opinion leaders and national planners be organized with a view to promoting

awareness of population issues as well as creating favourable conditions to facilitate the formulation of a population policy that would complement and supplement Côte d'Ivoire's development policy. The mission also proposed, among other things, the establishment of a population planning unit responsible for: (a) carrying out surveys, research and studies on fertility, mortality and various aspects of internal and external migration; (b) compiling an inventory of demographic and socio-economic data and assessing the quality of these data; and (c) assisting the Government in the formulation of an appropriate methodology to integrate demographic variables into the development planning process.

33. In view of the weakness of the national institutional capacity and the low level of awareness about population issues, the project activities in this sector would concentrate on training national experts locally and abroad, and carrying out national and regional seminars and workshops for policy-makers, parliamentarians, opinion leaders and national planners. Study tours would also be organized for national experts to enable them to benefit from the experiences of other countries in this area. The newly created population planning unit in the Ministry of Industry and Planning should also begin operations during this pilot phase, paving the way for the formulation of a population policy and the integration of demographic variables into the development planning process. The population planning unit would, among other things, undertake small-scale studies in close collaboration with national research institutions.

34. UNFPA would provide a total amount of $400,000 in order to help the Government establish the population planning unit and to carry out the activities mentioned above. The United Nations would serve as the executing agency. UNFPA would work closely in this area with UNDP, which recently assigned an international team of consultants to the Ministry of Industry and Planning to assist the Government in establishing a socio-economic development planning unit.

Population dynamics

35. In the area of population dynamics, UNFPA would continue to support demographic training, research activities and field exercises undertaken in collaboration with ENSEA. Moreover, in view of the generally favourable assessment of the August 1989 evaluation, UNFPA assistance would also be used to further strengthen the scholarship component of ENSEA. UNFPA proposes to provide $300,000 to this sector.

Women, population and development

36. Despite the increasing interest of the Government in promoting the status of women and integrating them into economic, social and cultural development activities, little in terms of programmes has been done to improve the reproductive health of women and to educate Ivorians on family life and gender issues. At the request of the Government, UNFPA would join other donors in assisting the Government in formulating and implementing programmes and projects

geared to promoting the status of women, improving their health and socio-economic status and upgrading their managerial skills. UNFPA would provide $200,000 to conduct surveys on women's socio-cultural beliefs and practices; to compile an inventory of studies on Ivorian family values and on women's roles in society and the economy; to provide training to improve women's managerial skills; and to hold seminars and workshops on family life education. UNFPA assistance would also be used to help the Government assess the feasibility of involving national women's organizations in the implementation of project activities. The Ivorian Association of Women, the Ministry of Women's Promotion and the Ministry of Social Welfare would implement the project. Appropriate national NGOs would provide technical support.

Programme reserve

37. An amount of $100,000 would be held in reserve for new proposals that would be developed within the framework of the proposed programme.

Programme co-ordination

38. To ensure close co-ordination between the second UNFPA population programme and the population and development programmes of the Government and other donors, the Government will, for each project, set up a technical committee composed of representatives from concerned ministries. These technical committees will also be responsible for supervising and monitoring project activities. The committee members will meet twice a year to discuss matters concerning project execution and to identify bottlenecks that need to be addressed. The UNFPA Country Director would also convene quarterly meetings of managers of UNFPA-supported projects to discuss project-related problems, exchange information and ensure feedback. The project managers would also participate in an annual meeting of all donor agencies involved in the field of population organized by the Ministry of Industry and Planning. Finally, joint financed projects would be encouraged between UNFPA and other United Nations agencies in order to ensure close collaboration, joint programming and evaluation, and sharing of lessons learned.

Programme monitoring, evaluation and management

39. To ensure high quality, timely implementation and effectiveness, the programme would be monitored and evaluated in accordance with standard UNFPA procedures. Individual projects would have monitoring and evaluation components built into their activities. The preparation of periodic progress reports (PPRs), the conduct of annual country reviews (ACRs) and the holding of routine tripartite project review (TPR) meetings would also be built into the annual schedule of activities. Reports of these reviews and meetings would be shared by the UNFPA field office and headquarters, as well as with all executing agencies, with a view to identifying weaknesses and strengths of the programme. Furthermore, a mid-term programme review would be undertaken, and if deemed

necessary, some selected components of the country programme would be evaluated independently. The results of all these exercises would be used to adjust and reorient programme and project activities as needed.

40. The proposed programme would be managed by the UNDP Resident Representative who also serves as the UNFPA Representative and by the UNFPA Country Director. The Country Director would be assisted by a National Programme Officer, a bilingual secretary and a driver. Taking into account the scope of the proposed second country programme, however, UNFPA would strengthen its field office staff by assigning a full-time national administrative and finance assistant.

Financial summary

41. As indicated in paragraph 1, UNFPA proposes to support a programme in the amount of $2.5 million covering the period 1990-1994. The breakdown by work-plan category is as follows:

	UNFPA regular funds $
Maternal child health and family planning	300,000
Information, education and communication	800,000
Data collection and analysis	400,000
Population policy formulation	400,000
Population dynamics	300,000
Women, population and development	200,000
Programme reserve	100,000
TOTAL	$2,500,000

V. RECOMMENDATION

42. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Côte d'Ivoire in the amount of $2.5 million for the two-year period 1990-1991;

(b) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Côte d'Ivoire and with the executing agencies.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/FPA/CP/73
21 March 1990

ORIGINAL: ENGLISH

Thirty-seventh session
28 May - 22 June 1990, Geneva
Item 6 of the provisional agenda
UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROGRAMMES AND PROJECTS
Recommendation by the Executive Director
Assistance to the Government of Haiti
Support for a comprehensive population programme

Proposed UNFPA assistance:	10 million, of which $7 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $3 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources.
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1990
Executing agencies:	United Nations World Health Organization/Pan American Health Organization (WHO/PAHO) United Nations Educational, Scientific and Cultural Organization (UNESCO)
Government co-ordinating agency:	Ministry of Planning and External Co-operation

HAITI

Demographic facts

Population Total (000)	
Total	6,504
Males	3,192
Females	3,312
Sex ratio (/100 females)	96.4
Urban	1,968
Rural	4,536
Per cent urban	30.3
Population in year 2000 (000)	7,837
Functional age groups (%)	
Young child: 0-4	14.5
Child: 5-14	24.7
Youth: 15-24	20.6
Elderly: 60+	6.0
65+	3.9
Women: 15-49	24.9
Median age (years)	20.0
Dependency ratios: total	75.6
(/100) Aged 0-14	68.8
Aged 65+	6.8
Agricultural population density (/hectare of arable land)	4.54
Population density (/sq.km.)	234
Average annual change (000)	
Population increase	129
Births	226
Deaths	79
Net migration	-17
Annual population total (% growth)	1.89
urban	4.00
rural	0.90
Crude birth rate (/1000)	33.1
Crude death rate (/1000)	11.6
Net migration rate (/1000)	-2.6
Total fertility rate (/woman)	4.42
Gross reproduction rate (/woman)	2.16
Net reproduction rate (/woman)	1.79
Infant mortality rate (/1000)	106
Life expectancy at birth (years)	
Males	54.9
Females	58.3
Both sexes	56.6
GNP per capita (U.S. dollars, 1987)	360

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national production per capita: World Bank, World Development Report 1989. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1988.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $10 million, of which $7 million would be committed from UNFPA's regular resources, over a five-year period, starting January 1990, to assist the Government of Haiti in achieving its population and development objectives. If UNFPA's funding situation permits, the balance of up to $3 million may be provided by UNFPA. If and to the extent that this is not possible, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. This would be UNFPA's first comprehensive population programme in Haiti. The proposed programme has been formulated on the basis of the findings and recommendations of a multi-sectoral Programme Review and Strategy Development (PRSD) Mission conducted in September/October 1989.

2. Haiti is a priority country for UNFPA assistance. It does not have a formal population policy, but focuses its population concerns on the critically high rates of population growth, morbidity, mortality and fertility, as well as on migration and the spatial distribution of its population. It has stressed the need for measures to improve these conditions and to enhance the health, nutrition and quality of life of the population as steps towards socio-economic development. The recently drafted development plan (1989-1991) does refer to these issues, although only in a limited way, and efforts are under way to define a comprehensive population policy. To assist the Government of Haiti in attaining its population and development goals, UNFPA assistance would be addressed to: (a) strengthening public-sector institutions active in population matters; (b) contributing to the formulation and implementation of a population policy; (c) developing flexible but effective mechanisms for co-ordination in population matters among public and private institutions as well with international agencies and donors; and (d) expanding the delivery of MCH/FP and related services to vulnerable groups in society, especially those in rural and marginal urban areas.

3. In order to achieve these objectives, the proposed programme would implement actions: (a) to improve the capacity of the public health system to deliver co-ordinated and integrated services and to increase acceptance of family planning; (b) to complete the integration of population education into the curricula of primary schools (three cycles comprising grades 1 to 9) and to develop ways to introduce population information and education in non-formal education and community action programmes; (c) to improve the nation's capacity to provide timely, reliable and adequate demographic data; (d) to enhance awareness and understanding of population at both the policy- and decision-making levels and among the public in general; (e) to support the definition of a meaningful population policy and its implementation; and (f) to help improve the status of women and enable them to have a recognized role and voice in society.

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4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Haiti is the Latin America and Caribbean region's only least developed country (LDC). According to 1988 United Nations projections, Haiti has a population of 6.5 million people, growing at a rate of 1.9 per cent per year. Approximately 30 per cent of the population lives in urban areas, and more than half in the capital, Port-au-Prince. The population is young, with close to 40 per cent aged 15 or younger. Life expectancy improved from 38 years in 1950-1955 to 56.6 years in 1990, still the lowest in the region. Infant mortality is high, although it has been gradually decreasing since the end of the 1960s when it was approximately 140 per 1,000 live births. A 1977 survey registered an infant mortality rate of 194 per 1,000 for the metropolitan area of Port-au-Prince and 103 per 1,000 for rural areas; a subsequent survey in 1987 found rates to be around 100 per 1,000 for both urban and rural areas.* Mortality rates for children under five also declined, but remained high at between 150 and 180 per 1,000 in the mid-1980s. Maternal mortality is high and on the rise, having more than doubled between 1984 and 1987, from 1.4 per 1,000 live births to 3 per 1,000, according to government figures. A 1977 national fertility survey estimated the total fertility rate at 5.5 children per woman, but subsequent surveys suggest that there has been an increase in this rate in recent years.

6. Women constitute slightly more than 50 per cent of the population, a proportion that increases for certain age groups, due in part to the out-migration of economically active men. The female/male ratio affects marriage patterns and the number of women acting as heads of household. According to the 1982 census, 46 per cent of Haitian women were economically active. There was a significant change in illiteracy between the 1950 and 1982 censuses, with rates among people 10 years old and older declining from 90 per cent to 65 per cent. Illiteracy among women, however, is 20 per cent higher than among men.

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*Government estimates of demographic indicators may differ from the United Nations projections provided in the demographic facts sheet on page two of this report.

The 1982 census further showed that only 36 per cent of rural children 6-14 years old attended school versus 74 per cent for those living in urban areas.

7. Haiti's already stagnating economy took a deep plunge during the recession of the 1980s. Between 1980 and 1986, the country's gross national product (GNP) decreased by an average of 0.7 per cent annually due principally to the downward trend in agricultural production and the contraction of the manufacturing sector, which were only slightly compensated by the very modest growth of the service sector. Available estimates note a cumulative decrease of 4.5 per cent in the GNP between 1980 and 1988. Political instability since 1986, coupled with massive rural-to-urban migration and the unchecked growth of urban slums, has further aggravated the socio-economic situation. The general disorganization of the economy and the poor state of agriculture have contributed to higher food prices, especially for basic products, with deleterious consequences for the most deprived population groups. Studies indicate that the quality of life of the average Haitian is today no different from that of the 1950s or 1960s.

8. Government concern with population issues dates back to the early 1970s and arose from health considerations. This concern centred on fertility and population growth, morbidity and mortality, and internal and international migration, all of which have rates the Government considers as too high. National health policies have set quantitative objectives in relation to fertility and mortality, but, in general, only modest emphasis has been given to population issues in Haiti's development plans.

9. In September 1986, however, the Government established the National Population Council (CONAPO) with a wide mandate for the formulation, implementation and integration of population policies. The Director-General of the Ministry of Public Health and Population (MSPP) is the Co-ordinator of CONAPO. The MSPP's Population Division functions as CONAPO's technical secretariat, with the Division's Director serving as Executive Secretary and the Director of the Demographic Analysis and Research Division (DARD) of the Haitian Institute of Statistics and Information (IHSI) as Deputy Executive Secretary. Population issues and policy options have thus acquired new vigour and have been under active discussion recently. They are now being studied by an inter-sectoral committee with a view to presenting policy recommendations to CONAPO for adoption in 1990.

10. The past decade has seen a considerable widening of awareness of population problems and of the need to adjust the imbalances between population and resources. There is a large measure of agreement on priority population problems and on measures required to deal with them. On the other hand, there is a need to consolidate and build upon what has been done, to develop a common

posture and ways to apply an agreed set of objectives, and to generally enhance institutional and technical competence in matters of population.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

11. UNFPA assistance to Haiti began in 1970. Funding to date has totalled $15.4 million. About two thirds has been directed to the maternal and child health and family planning (MCH/FP) sector (67.5 per cent). The remainder has been allocated to other sectors as follows: data collection (12.6 per cent); population dynamics (10 per cent); population policy formulation (1.3 per cent); information, education and communication (4.3 per cent); and multi-sectoral activities (4.3 per cent).

Maternal and child health and family planning

12. Initially, UNFPA assistance focused on providing support for the creation of the infrastructure necessary to enable the public health system to provide MCH/FP services in urban areas. This was done through the MSPP's Division of Family Hygiene (DHF). Public and private clinics specializing in MCH/FP were organized and a wide range of services provided. Knowledge of MCH/FP was disseminated widely, and a good number of medical, paramedical and other personnel were trained in family planning, pre-natal care, and programme management and administration. However, while the clinics were generally successful in recruiting family planning users, efforts to extend such services to rural areas proved more difficult. The DHF functioned essentially autonomously, and the decision to provide MCH/FP as part of a unified primary health care system starting in 1980, and subsequent reorganizations within the Ministry of Public Health and Population, generally weakened the quality and lessened the availability of services. The resulting decrease in outreach of MCH/FP services may account for the contraction in contraceptive prevalence from 8.3 per cent reported by the Government in 1979 to 6.5 per cent estimated by a 1987 survey, as well as for the increase in the fertility rate found by recent surveys.

13. MCH/FP activities in Haiti encountered other difficulties as well. Projects were often too ambitious in their objectives, and suffered from the shortage and turn-over of personnel. In addition, the political uncertainties that climaxed in 1986 had an adverse effect on activities. Nevertheless, as of 1986, 348 dispensaries, 126 health centres and 42 hospitals were providing MCH/FP services. In rural communities MCH/FP was made available primarily through bilateral support to health agents, voluntary collaborators, and traditional birth attendants (TBAs). It is also important to note that the demand for family planning methods among the male population grew significantly during the 1980s. Awareness and demand for MCH/FP have clearly increased, and while contraceptive prevalence has declined, the proportion of women of reproductive age aware of modern methods of family planning was 87 per cent in 1987.

14. The decrease of foreign assistance to the MCH/FP sector in recent years further weakened the system's capacity to provide services. The PRSD mission noted that better co-ordination between the public and the private sector could have mitigated the downward trend somewhat. This is especially true for family planning, where a number of non-governmental organizations (NGOs) could be a source of support.

Information, education and communication

15. UNFPA assistance to this sector was used to introduce population education at different levels of the primary school programme, to train and retrain teachers and to develop and disseminate didactic materials on population. Activities were implemented within the context of the educational reform programme, begun in 1979, in collaboration with the National Pedagogical Institute (INP) of the Ministry of Education. As a result, the fourth, fifth and ninth years of primary school include population education elements in such study areas as the social and natural sciences and mathematics. Teachers' guides for the fifth and sixth years have also been published, and a guide for the seventh year is about to be issued. Considerable work nevertheless remains to be done to cover all nine years of the primary school programme.

16. As in the case of other projects, population education activities were affected by the political and institutional instability of recent years, which led to frequent changes in leadership. As a result, the INP is now no longer in charge of training, and new modalities will need to be worked out for the training of teachers in population education. In the meantime, a total of 80 instructors from the four teacher training schools were trained, as were 224 primary school inspectors and 32 inspectors-to-be, and 34 directors and assistant directors of primary and technical schools. In the context of non-formal education, population education was extended to 120 leaders of family life centres, and a number of public awareness events were organized to reach parents, students and professors. Modelled on the successful experience of the early years to promote MCH/FP through regular radio broadcasts, six television programmes on population issues were produced and widely broadcast.

17. Despite the difficulties encountered, the project produced important results. Efforts to complete the objectives of the project must continue, however, and support must therefore be provided to develop additional curricular content, produce and disseminate teaching materials and train teachers. There is also a need to evaluate the response of teachers and students alike to the contents of population education, and in the longer term to assess the effect of this education on people's attitudes towards family planning.

Basic data collection and analysis

18. UNFPA assistance to IHSI since 1970 has helped the Government conduct the 1971 and 1982 censuses and a national fertility survey in 1977 and provided training in methodologies and techniques of data collection. UNFPA provided advisory services, materials, equipment and training for the conduct of the 1982 census. The 1982 census yielded considerable socio-economic data, including information on employment, agricultural activities and housing, and the 1977 fertility survey helped to update information on the fertility levels found the 1971 census. The 1982 census, however, was affected by incomplete cartographic preparation, as well as by a shortage of trained staff, problems of logistics, and a series of difficulties with the computer equipment. These, coupled with the internal constraints of IHSI, contributed to serious delays in the processing of the data. As a consequence, while the provisional census results, based on a 2.5 per cent sample, were published in 1984, the final census results are still not available.

19. IHSI's capacity for data collection was fundamentally strengthened through UNFPA assistance, but the setbacks experienced in making the census data available have somewhat tarnished the image of the IHSI and encouraged the use of private institutions for surveys and studies to collect data. In future, IHSI must resolve its institutional difficulties if it is to reassert its effectiveness and its leadership as the primary data collection entity in the public sector.

Population dynamics and policy formulation

20. UNFPA helped expand government capacity for carrying out demographic analysis and research through its support for the establishment in 1975 of the Demographic Analysis and Research Division within IHSI. Project resources were used to provide technical services and to train staff either in-country or at competent international institutions. DARD now has a staff of seven demographers and two technicians, most of them having been trained under the project. DARD's output in its early years was impressive, but its performance in recent years has been more moderate. For example, DARD has not yet completed either the analysis of census data, or the updating of population projections. Internal constraints within IHSI have been a contributing factor, as its data processing service has not been able to supply the data for analysis. DARD attempted to bridge the gap by preparing monographs on the country's nine geographical departments, but so far has succeeded in publishing only 2 of the 20 planned volumes, though 8 others are to follow shortly.

21. UNFPA support also enabled DARD to make an important contribution in the area of population policy formulation and population and development. It is in fact the population policy report prepared by DARD in 1983 and published in 1986 that became the basic working document for current discussions on formulating a population policy. In this direction, DARD also prepared a number of studies

and technical reports on the relationship between population and development. However, given the technical support role DARD must now play vis-à-vis CONAPO, DARD must focus on population and development in order to improve and advance existing knowledge. It must also review its work plan and redefine priorities in order to strengthen its performance.

22. UNFPA has also begun to support the Government's efforts to put into operation the technical secretariat of CONAPO. This assistance aims at facilitating the formulation, implementation and monitoring of a national population policy as well as the formulation and adoption of sectoral policies to be implemented in priority programmes. An intersectoral committee met five times in 1989, and a technical seminar on population and development was held. A meeting of the minds now appears to have been reached as to the main issues to be covered by a comprehensive population policy. It is hoped that a draft policy document may be presented to CONAPO in 1990 for its consideration. The technical secretariat has a key role to play, and will need to promote the active collaboration of all institutions concerned with population, especially to ensure that population objectives are more clearly addressed in development plans and in sectoral programming.

Other external assistance

23. The United States Agency for International Development (USAID) and UNFPA have been the traditional donors in the field of population in Haiti. In the past, USAID provided considerable support to the Ministry of Public Health and Population for family planning activities, including the bulk of needed contraceptives; this, together with UNFPA's funding, represented crucial support to the MCH/FP programme. At the end of 1987, however, USAID concluded its assistance to the public sector and directed its support instead to local, private voluntary organizations. At present, USAID has an $8.25 million programme for five years (1986-1990), providing aid through 10 local private agencies. The International Planned Parenthood Federation (IPPF) has been contributing to the USAID programme of activities through a grant amounting to $754,000.

24. There are other donors supporting activities related to population. For example, the Government has negotiated a six-year loan of $32 million from the World Bank (1990-1995) for the development of public health infrastructure, focusing on the country's western health region. WHO/PAHO is assisting the Government in the development of health services infrastructure and management, in activities related to growth, development and human reproduction, in water sanitation and in malaria control ($3.8 million between 1990 and 1991). It will also manage the acquired immune deficiency syndrome (AIDS) programme (approximately $500,000 per year). The United Nations Children's Fund (UNICEF), with an ongoing programme of about $4.3 million, is currently involved in a literacy project, and is developing a sizeable child survival project in

collaboration with the Haitian Episcopal Conference. UNICEF, WHO/PAHO, USAID and Rotary International are the main supporters of a vaccination programme. Promotion of breast feeding, nutrition and diarrhoeal disease control receives assistance from UNICEF, WHO/PAHO and the World Food Programme (WFP). WFP also provides food supplements to pregnant women receiving MCH/FP services ($8.5 million from 1985 to 1990). To complement UNFPA-supported MCH/FP projects, UNDP is expected to approve a project to train 1,800 traditional birth attendants. UNDP also supports a databank on women and a project in excess of $2 million (1987-1991) to improve the organization and management of the country's education system.

25. The Government of Canada provided support for the conduct of a knowledge, attitudes and practice (KAP) study on AIDS, and the Government of France supports community health activities as well as AIDS and vaccination programmes.

V. FINDINGS OF PRSD MISSION

26. To date, UNFPA has not been able to provide assistance to Haiti on the basis of a multi-year comprehensive population programme. Support has been approved on a project-by-project basis, attempting nevertheless to focus on the areas of greatest urgency. A PRSD mission was fielded in September/October 1989, composed of independent consultants and a UNFPA staff member. The mission noted that continuous UNFPA support since 1970 had helped to significantly expand awareness of population issues and to develop national competence in data collection and research in population. More importantly, UNFPA support had also helped to establish and expand the MCH/FP services network. In addition, UNFPA assistance was making population education a regular component of the formal educational process. However, the mission found that awareness of population issues and competence in and commitment to population activities were primarily limited to groups specializing in population and related areas and that these qualitative factors had to be expanded on a broader scale to bring about a wider consensus on the relevance of population considerations to Haiti's development and the need for concerted population action.

27. The mission found that while population projects had met with a good measure of success, they also encountered numerous difficulties that inhibited greater effectiveness. These included weak national institutions in the population field, political instability, shortages and turn-over of staff, competing demands for limited resources, insufficient technical capacity and lack of appropriate technology. The mission also found poor co-ordination and dialogue among entities concerned with population issues in Haiti, and noted the relative absence of Haiti in regional and global discussions on population. The generally cautious attitude adopted by some donors in recent years and the withdrawal of important assistance by one major donor had had serious consequences, especially for MCH/FP activities. There had also been difficulties in the execution of projects. The mission found the projects to

be weak in design, often unable to anticipate constraints they would inevitably encounter. Objectives were frequently too optimistic and the capacity for implementation of planned activities was often overestimated. UNFPA's own presence was weak since the post of UNFPA Country Director had been discontinued for a number of years.

28. The mission concluded that Haiti was at a critical point in relation to its numerous population problems. It further noted that the seriousness of the socio-economic situation, wherein population issues played a large role, called for urgent and decisive action to assist the country in gaining self-reliance through the productive harnessing of all of its resources.

VI. PROPOSED PROGRAMME 1990-1994

29. In light of the situation described above, and based on the findings and recommendations of the PRSD mission, UNFPA proposes a comprehensive five-year (1990-1994) programme of population assistance to Haiti that has four main objectives: (a) to help strengthen public-sector institutions active in population matters; (b) to contribute to the formulation and implementation of a population policy; (c) to assist in the development of flexible but effective mechanisms for co-ordination in population matters among public and private institutions as well as with international agencies and donors; and (d) to expand the delivery of MCH/FP and related services to vulnerable groups in society, especially those in rural and marginal urban areas.

30. In order to achieve these objectives, the proposed programme would implement actions: (a) to improve the capacity of the public health system to deliver co-ordinated and integrated services and to increase acceptance of family planning services; (b) to complete the integration of population education into the curricula of primary schools and to develop ways to introduce population education in non-formal education and community action programmes; (c) to improve the nation's capacity to provide timely, reliable and adequate demographic data; (d) to enhance awareness and understanding of population at both the policy- and decision-making levels and among the public in general; (e) to support the definition of a meaningful population policy and its implementation; and (f) to help improve the status of women and enable them to have a recognized role and voice in society. For the implementation of activities in the programme, the participation of the United Nations, the United Nations Economic Commission for Latin America and the Caribbean (ECLAC), WHO/PAHO and UNESCO as executing agencies is so far anticipated; other executing agencies would be identified in conjunction with project formulation.

Maternal and child health and family planning

31. The continuing high levels of maternal and infant mortality, the low level of contraceptive use and the increased trends in fertility observed in recent years reflect in part the deterioration of Government interventions in this area. UNFPA thus proposes to strengthen its assistance to the MSPP to upgrade its capacity to provide integrated services for women's health and family planning and to widen the coverage of these services. In this project, it is proposed that UNFPA's assistance emphasize the strengthening of decentralized capacity to provide services, the rebuilding of outreach and the involvement of the community in MCH/FP activities. Given the potential for enhancing co-ordination among all service providers, UNFPA would also work with the MSPP to develop effective mechanisms of co-ordination between public and private health institutions, and to define a global strategy for MCH/FP comprising measurable quantitative objectives.

32. A significant portion of UNFPA's support would be used for training in programme management, administration and supervision, as well as for technical training of medical and paramedical personnel and community workers. A resident adviser in MCH/FP would be required. The programme would also emphasize improved communication techniques between health personnel and service users in order to enhance understanding of the benefits of family planning and knowledge regarding the use of contraceptive methods. The provision of contraceptives would be an important component of support; medical, audio-visual equipment and vehicles would also be provided. Given the incidence of AIDS and HIV infection in the country, the programme would emphasize the use of condoms and include counselling on how to prevent the spread of the disease. The logistics system for supplying and resupplying service points with contraceptives and other MCH/FP items would also be improved and records kept up-to-date by conducting annual inventories. Operations research would be required to identify organizational and other obstacles to the effective implementation of the programme and to study socio-cultural factors affecting the utilization of services and the acceptance of modern contraceptive methods. These interventions would be accompanied by carefully planned monitoring, supervision and evaluation activities.

33. UNFPA's contribution to this sector would be $3.4 million. It is proposed that additional resources in the amount of $1.5 million be sought from other sources, including multi-bilateral sources, in order to support needed activities in this area.

Information, education and communication

34. The PRSD mission considered IEC activities as fundamental for the future success of Haiti's population programme. Population activities to date have led to a better understanding of population matters and the linkages between population issues and development objectives, as well as to the acceptance of

MCH/FP. In order to significantly widen the knowledge and understanding of population problems among the different sectors of the population, UNFPA proposes to organize a number of events designed to facilitate discussion of population issues. The Fund would also assist in the articulation of a comprehensive multi-media approach aimed especially at promoting women and child health and family planning. The IEC activities designed to promote family planning would be based on a global perspective that emphasizes all considerations in support of the use of family planning and in a manner and style that respect the socio-cultural values of the various population groups. This will help ensure free and informed decisions. It is expected that such activities would help AIDS prevention efforts, as the needed dynamic policy to promote condom use would have greater effectiveness if implemented in the context of comprehensive information and education measures, integrating family education, responsible parenthood and maternal and child health.

35. In the area of formal education, UNFPA would continue to support the integration of population education contents into the curricula of primary schools and the training of teachers and trainers in population education, using a multidisciplinary approach to population education. The future phase of the population education project now being implemented by the National Pedagogical Institute of the Ministry of Education would be based on this orientation. The accent would be on adding population education to teacher training activities in general and especially to the training of trainers. The project would also explore and promote the introduction of population education into the programmes of Teachers Training Schools, which prepare the instructors for the seventh, eighth and ninth grades of primary school. A concerted effort would be made to co-ordinate activities in this area with those of other projects involved in educational reform and teacher training both in the public and the private sector. UNFPA assistance would comprise local and international expertise, training support for the preparation of educational materials, and relevant equipment. Given the recommended multidisciplinary focus and the need to economize on the significant resources required to prepare educational materials, the documentation prepared thus far would be assessed with a view to enhancing cost-effectiveness.

36. UNFPA assistance would also be used to study population education modalities employed outside the school system at the grass-roots level in order to identify suitable programme alternatives in this area. Public experience in this area is at present somewhat limited, but a number of NGOs with health, literacy and training activities as part of their work programmes could strengthen the impact of their programmes by including population education and information. Organizations involved with women's issues and rural co-operatives would be suitable channels for such activities. UNFPA anticipates the need to conduct some research on socio-cultural aspects of such activities and training. Inter-institutional co-operation would be sought to avoid duplication of effort.

37. The amount of $800,000 is estimated to be required for this sector of activity. In addition, the Fund proposes to seek $200,000 from other sources, including multi-bilateral sources.

Basic data collection and analysis

38. UNFPA would continue to support the activities of IHSI and DARD, which are the principal public-sector sources of population data and research on population and development. This assistance would focus on national efforts to alleviate the constraints that impinge upon the ability of these institutions to contribute effectively to this important information bank, concentrating on actions to upgrade their technical and technological know-how and competence to train others. In this regard, UNFPA would provide support for the next population and housing census, currently planned for 1992, including its preparation, execution, tabulation and analysis. Further research on fertility and child and maternal mortality would also be undertaken in order to obtain information on recent trends. The civil registration system, which is another input into the regular flow of required demographic data, would be examined in order to recommend ways to make it more effective.

39. The process of internal migration and its relationship to the labour market is another area that requires study. The growing rural-to-urban flow and the uncontrolled growth of metropolitan areas, particularly Haiti's capital, Port-au-Prince, are priority concerns of the Government. Women in search of better conditions constitute a major portion of these migrants; unfortunately, they usually find themselves more deprived and handicapped than before. Also, the uncertainties and fluctuations of the labour market in Haiti affect women directly, as they are usually the main support for the household. In order to target efforts effectively to improve their condition it is necessary to understand better their employment activities. Research along these lines, therefore, would be an important area of support in the proposed programme.

40. UNFPA proposes to provide $1.5 million to this sector of activity. Given the magnitude and cost of these operations, UNFPA proposes to seek assistance in the amount of $800,000 from other sources, including multi-bilateral sources.

Population policy formulation

41. The definition and adoption of a population policy as a framework for future population actions is an objective of the Government. It is already receiving UNFPA assistance through projects supporting CONAPO and DARD in demographic data analysis and studies on the relationships between demographic variables and other variables of development. These initiatives would continue to receive support under the proposed programme, particularly to ensure that these policy proposals are coherent and realistic, and are in consonance with Haiti's socio-economic priorities.

42. UNFPA would provide the required support to the technical secretariat of CONAPO and DARD, to enable them to exercise an effective technical role in the formulation of a population policy. This would involve the convening of technical seminars to review and decide upon the demographic and social statistics to be used, to discuss issues of linkages among population and development variables and to define the bases on which the population policy would rest. Through training and specialized expert assistance, UNFPA would support the development of competence within the technical secretariat in population policy formulation and implementation, including its ability to establish effective liaison with sectoral and central planning authorities leading to the clear integration of the population dimension into their strategies and action plans for socio-economic development. UNFPA support would also seek to strengthen the ability of DARD to provide the studies and analyses required to widen the knowledge base on the relationships between population and development.

43. UNFPA's contribution for these activities is estimated at $500,000. Additional support in the amount of $200,000 would be sought from other sources, including multi-bilateral sources.

Women, population and development

44. Women in Haiti are a particularly vulnerable group. It is proposed that UNFPA support a series of actions designed to help improve the status of women and their role in development. As a first step, UNFPA would support initiatives leading to the inclusion of gender considerations and objectives in the proposed population policy.

45. As there is currently no government institution in Haiti charged with the promotion of women, UNFPA's assistance would also be directed towards assisting the Government in creating an official body, with the required technical competence, to work for the improvement of the status of women. Sectoral ministries would be encouraged to adopt specific measures addressed to women, and support would be made available to bring about the systematic inclusion of women's concerns in development projects, particularly those focusing on community development. The Fund would also encourage open discussion about women and population issues, and support training and education for women. The aim of these activities would be to make women aware of the importance of looking after their health for personal and family welfare and of the opportunities to enhance their security and self-esteem, thus raising their appreciation of the vital contributions they make to society.

46. There are a number of NGOs involved in women's activities that have the potential to play a role in the implementation of this portion of the programme. For example, the Haitian Fund for Support to Women (FHAF) promotes female management of small enterprises; the National and International Documentation

and Information Centre on Women in Haiti (ENFO-FANM) manages a databank on women; the Centre for the Promotion of Working Women (CPFO) addresses itself to improving the socio-economic conditions of working women, through health, education and training; the Collectivity of Women of the Centre for Research and Training for Development (CRESFED) promotes basic education; and the Association for the Promotion of the Haitian Family (PROFAMIL) provides family planning and sex education. A number of women's organizations have also joined together under the Haitian Association of Aid Agencies (HAVA) and the Association of Private Health Organizations (AOPS) and have thus a greater outreach network.

47. UNFPA proposes assistance in the amount of $600,000 to cover technical expertise, the training of key staff and operational research as may be necessary to implement these activities. Additional funds amounting to $300,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

48. UNFPA proposes to set aside $200,000 from its regular resources as a programme reserve. The considerable needs of Haiti and the importance of a sound and vigorous population programme suggest that it would be prudent to have a reserve to meet unforeseen needs that may arise during implementation of the programme.

Programme co-ordination

49. In Haiti, multilateral assistance is the responsibility of the Ministry of Planning and External Co-operation (MPCE). The UNFPA-supported programme and its components would be co-ordinated within the institutional framework of the Ministry. The UNFPA programme would emphasize effective co-ordination and collaboration among the various public institutions involved in population, as well as between these institutions and similar institutions in the private sector. The UNFPA Representative and the UNFPA Country Director for Haiti have on-site responsibility for UNFPA-supported activities. They would exercise particular vigilance in relation to the development of collaborative linkages with other multilateral donors, such as UNDP, UNICEF, and WHO/PAHO, as well as co-ordination with relevant bilateral programmes. Regular monitoring and review exercises reinforced by periodic consultations with executing agencies, donors and entities receiving assistance would further strengthen co-ordination.

Programme monitoring, evaluation and management

50. The appointment of a UNFPA Country Director in 1990 will strengthen the oversight of UNFPA-funded activities in Haiti. Established UNFPA monitoring and evaluation procedures would be carefully applied. Particular care would be placed on project design for the qualitative and quantitative clarity required for proper evaluation. In addition to the standard monitoring activities and reports, other reviews would be organized to respond to particular developments.

UNFPA would also hold a country review exercise in the third year of the programme to reassess programme activities in relation to policy directives and the country's population and development priorities. Periodic site visits by UNFPA headquarters staff would be an additional means of assuring smooth implementation of projects.

Financial summary

51. As indicated in paragraph 1, UNFPA proposes to support a programme of $10 million, of which $7 million would be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $3 million may be provided by UNFPA. If and to the extent this is not the case, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. This UNFPA commitment to the Government of Haiti for the five-year period 1990-1994 by project area, subject to the availability of funds, is as follows:

	UNFPA Resources $	Other Resources $	Total $
Maternal and child health and family planning	3,400,000	1,500,000	4,900,000
Information, education and communication	800,000	200,000	1,000,000
Basic data collection and analysis	1,500,000	800,000	2,300,000
Population policy formulation	500,000	200,000	700,000
Women, population and development	600,000	300,000	900,000
Programme reserve	200,000		200,000
Total	7,000,000	3,000,000	10,000,000

VI. RECOMMENDATION

52. The Executive Director recommends that the Governing Council:

(a) Approve the assistance to Haiti in the amount of $10 million for the five-year period 1990-1994;

(b) Authorize the Executive Director to commit an amount of $7 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to $3 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and to make the appropriate arrangements with the Government of Haiti and with the executing agencies.